



KOBE REPORT draft
Report of Session 1.4, Thematic Cluster 1

**Turning Practice into Policy: Supporting Community Risk Reduction
Through Government and Institutional Policy**

1. Summary of the session's presentations and discussions

a) A Conceptual Framework for Risk Reduction

Tearfund presented a conceptual framework for disaster risk reduction (a modification of the Pressure and Release or Crunch Model). This model is being developed amongst Tearfund partner organisations in Africa and Asia as the basis for participatory disaster risk assessments at a local level. The approach is important and unique because:

1. It has practical applicability in the hands of skilled facilitators amongst vulnerable groups
2. It links local-level vulnerability assessment with an understanding of the causes of this vulnerability
3. It incorporates 'categories of analysis' that help provide linkage with sustainable development (see below)
4. It provides a framework for action at local, national and international levels

The assessment process considers the following steps, which in themselves are independent components of the model:

1. Hazard assessment
2. Elements at Risk (disaster or needs assessment)
3. Vulnerability assessment (including 'dynamic pressures' and 'underlying causes')
4. Capacity assessment

To assist the facilitator in this process of assessment, five categories of analysis are used. These categories are based upon the 'capital' within a community (as developed by the "Sustainable Livelihoods Framework").

The Five Categories of Analysis

Economic	Natural	Physical	Human	Social
e.g. livelihood earnings, savings, loans, assets	e.g. soil, forests, water, crops, grazing	e.g. housing, infrastructure, equipment, services	e.g. people, skills, knowledge, health	e.g. relationships, memberships, networks, leadership

By analysing vulnerabilities and capacities of the community within each of these five categories, the facilitator can ensure that a thorough analysis is undertaken - regardless of personal perceptions, inclinations and experience.

Different actions to reduce people's vulnerability will be necessary. These must build and support local capacities. Possible interventions can include hazard control, developmental relief, risk reduction within development, and advocacy. The model makes it clear that actions to reduce vulnerability at a local level should be supplemented by actions at the macro-level in order to address the causes of vulnerability. This introduces the critical importance in the role of government. The state must work towards the elimination of the conditions that create vulnerability (causes) and scale-up small-scale community-based NGO work to assist a wider proportion of the population.

The remainder of the presentations demonstrated the practical linkage from effective local level actions by an NGO to the subject of macro-level government and donor policy on disaster risk reduction.

b) The Effectiveness of Community-Based Disaster Preparedness

Indian NGO *Discipleship Centre* presented its community-based, low cost flood preparedness and mitigation project operating in the Indian State of Bihar. The context of vulnerability to flooding in Bihar was explained in relation to the different components of the conceptual framework. The NGO then outlined examples of capacity-building interventions targeted at the different categories of vulnerability. These included physical measures such as the building of escape routes, raised hand pumps and the provision of boats, plus social measures such as the formation of women's self-help groups, village development committees and flood response teams. This was all explained within the context of the causes of people's vulnerability, with particular emphasis on the caste system.

The effectiveness of the NGO project in saving lives, livelihoods and belongings was demonstrated. The reduced impact of severe flooding in July 2004 (that affected 21 million people) on communities where the NGO had been working, when compared with neighboring villages where it had not, provided strong evidence of the benefit of integrating disaster risk reduction with development. Vulnerability was significantly reduced by the NGO intervention as lives, livelihoods and assets such as livestock, tools and cooking equipment were better protected. Other benefits included greater community coherence, increased confidence and improved local leadership. As a result the moral argument for integrating risk reduction into development work in hazard prone areas was clear.

However the NGO also highlighted the economic argument for this approach, as demonstrated by a pioneering cost-benefit analysis of the intervention (London: ODI, 2004). This demonstrated that for every 1 rupee spent on disaster risk reduction there were 3.8 rupees in quantifiable benefits.

Effective community-based disaster risk reduction such as this can only assist a small proportion of vulnerable groups. In order to reduce vulnerability over a wider area government structures and processes must adopt appropriate measures, based upon such effective grass-roots experience, so as to scale-up and replicate good practice.

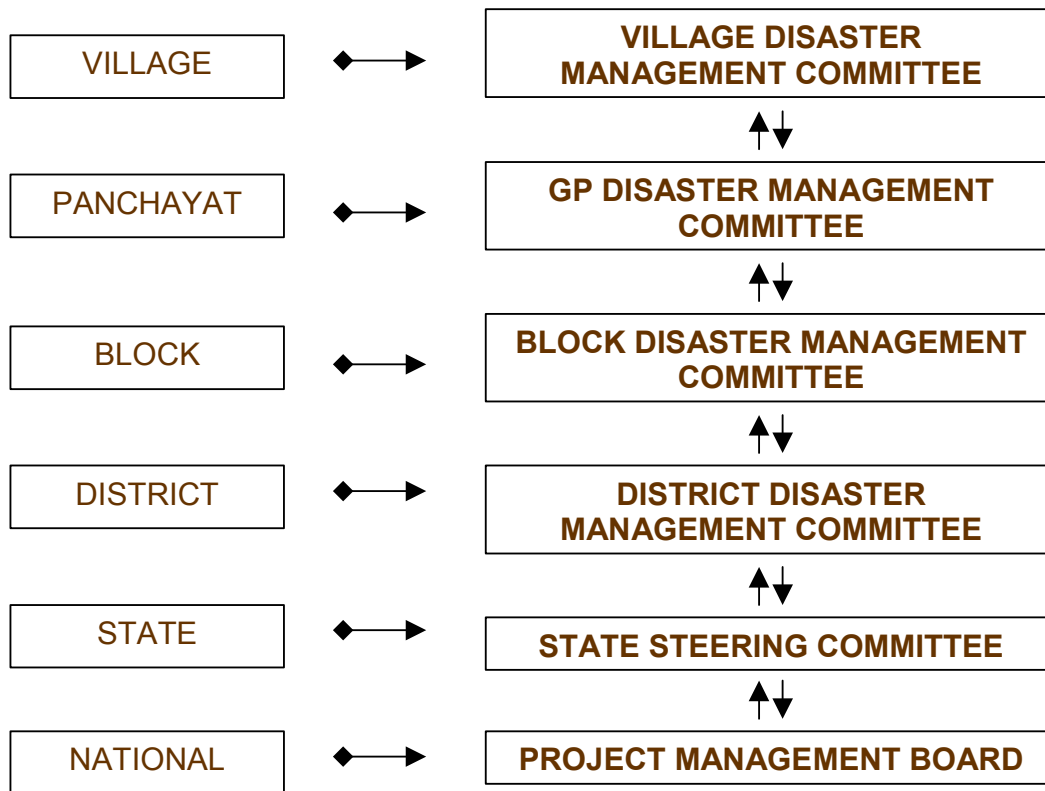
c) Government of India and UNDP's Disaster Risk Management Programme

UNDP highlighted how it is working with the Government of India in the seventeen most disaster-prone states of India, including Bihar, to support:

- The establishment of administrative, institutional, financial and legal mechanisms
- The development of multi-hazard preparedness and mitigation plans
- The building of public risk awareness
- Training and capacity building activities

UNDP believes in the premise that building upon community knowledge and traditional coping mechanisms should form the basis of effective risk reduction, particularly as the community is the

first to respond to any given disaster. The linkage between different levels of authority, from village to national level government, was emphasized as being critical to the programme's success in reducing risk. The mitigation and preparedness plans made at each lower level, starting with villages, should be reflected in the next higher level plan.



To date UNDP has trained over 125,000 people at the village level alone, 40,000 at Gram Panchayat level, 14,000 at Block level and over 7,000 at District level. Through these efforts UNDP is promoting the mainstreaming of disaster risk reduction in development programming in order to safeguard development gains. However, such in-country initiatives can be supported or hindered by donor policy.

d) Effective Donor Policy Frameworks for Disaster Risk Reduction

Tearfund presented the findings of research undertaken in 2003 with nine key donor organisations, including the EU, governments, financial institutions (such as World Bank and IDB) and UN agencies, plus experts in the field of risk reduction (such as the ProVention Consortium, ISDR and consultants). It was found that the level of prioritisation placed upon risk reduction by donors was low. In particular organisations were not integrating risk reduction into development due to three obstacles:

1. Lack of knowledge: there is often a lack of staff understanding of the issue, in terms of concept, practice, and the relevance of risk reduction to development.
2. Lack of ownership: risk reduction lacks ownership by agency staff, as development and emergency specialists may view risk reduction as the responsibility of the other.
3. Competition with other issues: disaster risk reduction can be pushed out by the pressure to respond to other apparently more pressing issues such as HIV/AIDS and conflict, as well as the need to respond to increasing numbers of disasters.

Recommendations to overcome specific problems in mainstreaming, under these three headings, were provided. Examples include the use of developmental language, highlighting the links between disasters and development through the use of vulnerability assessment tools and

demonstrating how risk reduction can compliment other sectors rather than compete with them for resources. Cost-benefit analyses are particularly helpful in promoting risk reduction amongst donors.

However, even if these three obstacles are overcome little progress will be made unless donors possess the political will to invest in risk reduction.

Based upon this research Tearfund presented a new tool designed to enable donor organisations to measure and monitor their progress with mainstreaming risk reduction into relief and development processes. The 'indicators of progress' were developed in wide consultation with donor organisations and experts in 2004 with the support of Cranfield University. The framework is designed to enable donor organisations to determine the 'level' of mainstreaming they have achieved, where level 1 represents 'zero progress' and level 4 represents 'fully mainstreamed'.

The Swedish International Development Agency (SIDA) commented on the framework's application, as well as its own approach to mainstreaming as it tries to overcome the three barriers. In the autumn of 2003 the organisation gathered data on the extent with which risk reduction was included in country assistance plans and strategies as well as approved project documents. Staff training was also considered. The findings were analysed through the use of Tearfund's framework and results illustrated a wide range of achievement levels across departments and individuals.

e) Plenary Discussion

The conclusions drawn in the plenary discussion reiterated the case that community-based disaster management (CBDM) can be effective socially and economically. It was felt that governments, with the support of the UN agencies, are making some progress in linking national level initiatives with local conditions. However, considerable challenges still remain in bringing the different actors (from civil society, NGOs and government) together. The need for good governance, particularly in terms of accountability, is critical for vulnerability to be reduced at the community level.

Resources distributed:

1. Venton C. and Venton P., 2004 *Disaster Preparedness Programmes in India: A Cost Benefit Analysis* Network paper 49 London: ODI
2. Venton C. and Venton P., 2005 *Community-based Disaster Risk Reduction in the Indian State of Bihar: A Case Study* London: Tearfund
3. Venton C. and Venton P., 2005 *Development and Risk reduction in Hazard-Prone Communities of Andhra Pradesh in India: A Case Study* London: Tearfund
4. La Trobe S. and Venton P., 2003 *Natural Disaster Risk Reduction: The Policy and Practice of Selected Institutional Donors* London: Tearfund
5. La Trobe S. and Davis I., 2005 *Mainstreaming Disaster Risk Reduction: A Tool For Development Organisations* London: Tearfund
6. Tearfund, 2005 *One Disaster Too Many: Why thousands are dying needlessly each year in preventable disasters* London: Tearfund Media Briefing for the WCDR

2. Primary issues

- Effective implementation of risk reduction must be built upon the realities of people's vulnerability at a local-level, as determined through participatory risk assessment methodologies.
- The causes of people's vulnerability must be tackled as well as the effects, recognising that the roots of vulnerability may lie in cultural practices, government policies, international trade rules and climate change.
- Effective community-based activities must be supported by government and donor policy and practice in order to scale-up activities to assist a wider proportion of the population
- Barriers to the mainstreaming of disaster risk reduction (lack of knowledge, lack of ownership and competition with other issues) must be overcome through concerted

- efforts within organisations, utilising the resource *Mainstreaming Disaster Risk Reduction: A Tool For Development Organisations*.
- Disaster risk reduction activities should be encouraged through the presentation of robust economic arguments as demonstrated in the resource *Disaster Preparedness Programmes in India: A Cost Benefit Analysis*.

3. a) Suggested targets and indicators to measure accomplishments

Beyond working towards tackling the primary issues as above, the following targets were recommended by Tearfund at the WCDR for inclusion within the Programme Outcome Document. These targets were widely circulated during the conference:

1. By the end of 2005, create a global fund to assist disaster-prone developing countries (prioritising the most disaster-prone first) to set up national strategies and plans of action and programmes for disaster risk reduction and to develop their institutional and technical capacities in the field of disaster risk reduction. *Indicator: Global fund created with a detailed and time-bound programme of implementation for the development of disaster risk reduction strategies and plans in all disaster-prone countries*
2. By the end of 2006, develop an appropriate government and inter-governmental policy framework to ensure disaster risk reduction approaches are incorporated into the design and implementation of emergency response, recovery and rehabilitation processes to reduce vulnerability to future disasters. *Indicator: Policy framework created supporting the integration of participatory vulnerability assessment with existing disaster / needs assessment approaches.*
3. Every disaster-prone country and supporting institution to:
 - a. Adopt a policy and strategic plan for disaster risk management by end of 2006. *Indicator: Policies and plans created based upon local-level participatory vulnerability and capacity assessment.*
 - b. Integrate disaster risk reduction explicitly into its poverty reduction and other mainstream sector policies and programmes by the end of 2007. *Indicator: Disaster risk reduction explicitly incorporated in policy documents (PRSPs and country strategies) and programmes*
4. Incorporate easily understandable information on disaster risks and protection options in the education curriculum of primary and secondary schools in disaster-prone developing countries by 2010. *Indicator: Disaster risk awareness incorporated within school curriculum in all disaster-prone countries with children demonstrating raised awareness within the household*
5. *Implement nation-wide public awareness and education campaigns on disaster risks and protection options to all citizens in high-risk areas by 2010. Indicator: Surveys highlight increase in public awareness of disaster risks and protection options*
6. Develop people-centred Early Warning Systems targeting at-risk villages and communities in disaster-prone regions by 2010. *Indicator: Local NGO led drills undertaken culminating in mock evacuation to safe areas, or other appropriate response activities, of communities in disaster-prone countries*
7. Achieve a 50% reduction of disaster losses, in lives and in the social, economic and environmental assets of communities and countries by 2015. (This should be an indicator of progress towards attaining the Millennium Development Goals.) *Indicator: Official statistics (i.e. EM-DAT), NGO data and media reports*

b) Existing indicators with reference

The attainment of the Millennium Development Goals (MDGs) is jeopardised by the increasing impact of disasters. Disaster losses should be used as an indicator of progress towards attaining the MDGs and should be considered within the MDG review processes in 2005. If development is to be sustainable, disaster risk reduction must be given a higher priority within government and donor policy and risk reduction action must be targeted, time-bound and measurable

4. Partnerships

Tearfund launched no formal new partnerships, although there was an informal coming together of like-minded groups to formulate a "Civil Society Statement" on the WCDR Programme Outcome Document.

5. Any other relevant and brief comments

Some of Tearfund's future directions regarding disaster risk reduction include:

- Media report highlighting the economic argument for investing in disaster risk reduction, as demonstrated through the cost-benefit analysis (London: ODI, 2004)
- Production of a guidebook on the participatory assessment of disaster risk for field workers (based upon the 'Crunch Model' conceptual framework)
- Dissemination of 'case studies' on development organisations' progress with mainstreaming disaster risk reduction - based upon the performance targets and indicators tool

6. a) Name, affiliation and contacts of presenters and titles of presentations

A Conceptual Framework for Risk Reduction
Marcus Oxley, Disaster Management Director, Tearfund
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The Effectiveness of Community-Based Disaster Preparedness
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Government of India and UNDP's Disaster Risk Management Programme
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